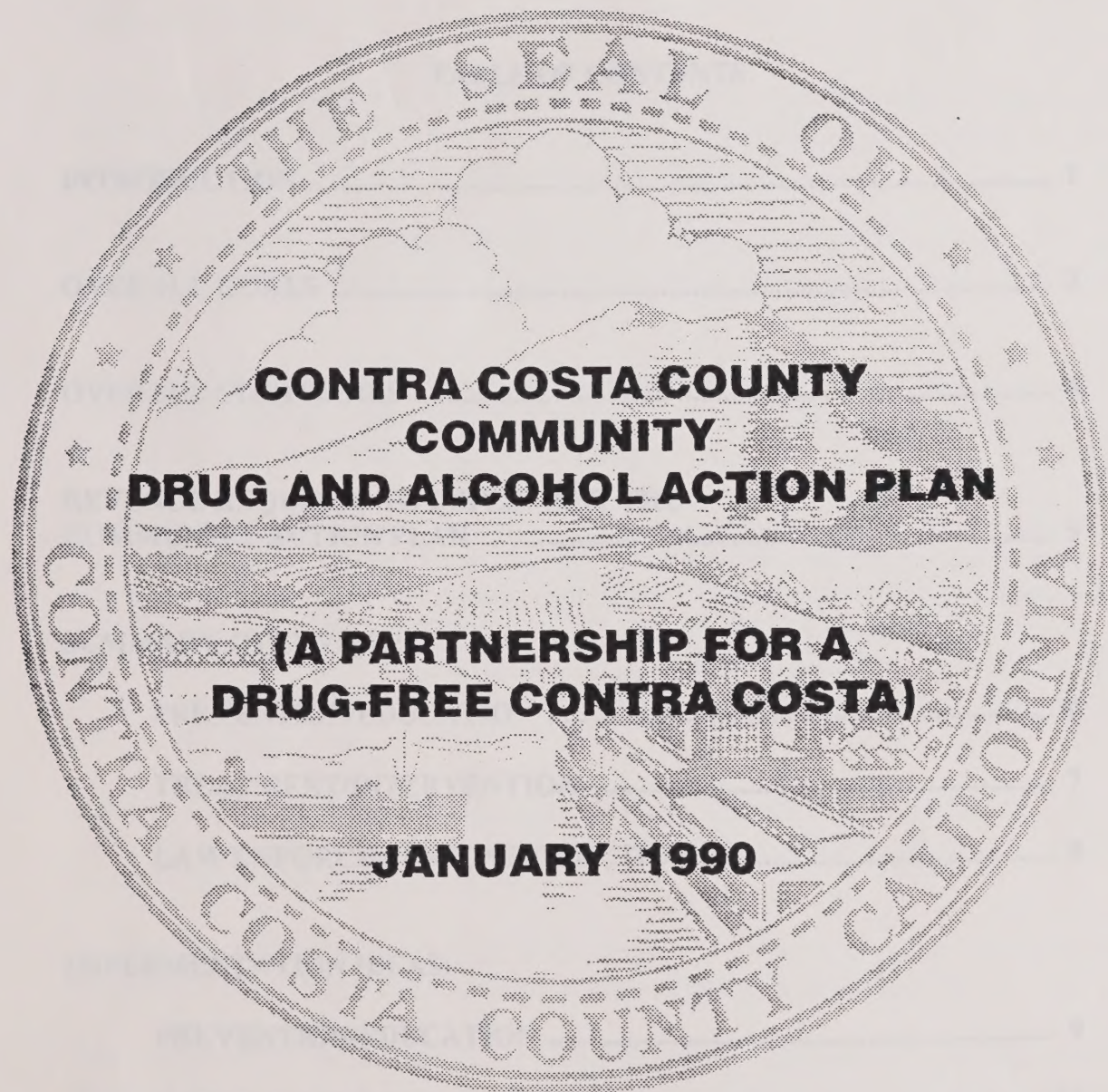


CCA-0025

3/19/90

10 Doc. 1 of 2

91 00620



**CONTRA COSTA COUNTY  
COMMUNITY  
DRUG AND ALCOHOL ACTION PLAN**

**(A PARTNERSHIP FOR A  
DRUG-FREE CONTRA COSTA)**

**JANUARY 1990**

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

MAR - 9 1990

UNIVERSITY OF CALIFORNIA



.

INSTITUTE OF ENVIRONMENTAL  
ENGINEERING

100-100-100-100



**CONTRA COSTA COUNTY COMMUNITY  
DRUG AND ALCOHOL ACTION PLAN  
(A PARTNERSHIP FOR A DRUG-FREE CONTRA COSTA)**

**TABLE OF CONTENTS**

<b>INTRODUCTION .....</b>	<b>1</b>
<b>OVERALL GOALS .....</b>	<b>3</b>
<b>OVERALL STRATEGIES .....</b>	<b>4</b>
<b>REVENUE REQUIRED TO IMPLEMENT THE COMMUNITY ACTION PLAN .....</b>	<b>5</b>
<b>SUMMARY OVERVIEW:</b>	
<b>PREVENTION/EDUCATION .....</b>	<b>6</b>
<b>TREATMENT/INTERVENTION .....</b>	<b>7</b>
<b>LAW ENFORCEMENT/INTERDICTION .....</b>	<b>8</b>
<b>IMPLEMENTATION IDEAS:</b>	
<b>PREVENTION/EDUCATION .....</b>	<b>9</b>
<b>TREATMENT/INTERVENTION .....</b>	<b>23</b>
<b>LAW ENFORCEMENT/INTERDICTION .....</b>	<b>33</b>

THE EFFECTS OF A DRI-CASE CONTROL  
ON THE ACTIVITY OF A DRI-CASE CONTROL  
ON THE ACTIVITY OF A DRI-CASE CONTROL

TABLE OF CONTENTS

1	INTRODUCTION
2	GENERAL CONCEPTS
3	THEORY OF STRATEGIC
4	THEORY OF STRATEGIC
5	THEORY OF STRATEGIC
6	THEORY OF STRATEGIC
7	THEORY OF STRATEGIC
8	THEORY OF STRATEGIC
9	THEORY OF STRATEGIC
10	THEORY OF STRATEGIC
11	THEORY OF STRATEGIC
12	THEORY OF STRATEGIC
13	THEORY OF STRATEGIC
14	THEORY OF STRATEGIC
15	THEORY OF STRATEGIC
16	THEORY OF STRATEGIC
17	THEORY OF STRATEGIC
18	THEORY OF STRATEGIC
19	THEORY OF STRATEGIC
20	THEORY OF STRATEGIC
21	THEORY OF STRATEGIC
22	THEORY OF STRATEGIC
23	THEORY OF STRATEGIC
24	THEORY OF STRATEGIC
25	THEORY OF STRATEGIC
26	THEORY OF STRATEGIC
27	THEORY OF STRATEGIC
28	THEORY OF STRATEGIC
29	THEORY OF STRATEGIC
30	THEORY OF STRATEGIC
31	THEORY OF STRATEGIC
32	THEORY OF STRATEGIC
33	THEORY OF STRATEGIC
34	THEORY OF STRATEGIC
35	THEORY OF STRATEGIC
36	THEORY OF STRATEGIC
37	THEORY OF STRATEGIC
38	THEORY OF STRATEGIC
39	THEORY OF STRATEGIC
40	THEORY OF STRATEGIC
41	THEORY OF STRATEGIC
42	THEORY OF STRATEGIC
43	THEORY OF STRATEGIC
44	THEORY OF STRATEGIC
45	THEORY OF STRATEGIC
46	THEORY OF STRATEGIC
47	THEORY OF STRATEGIC
48	THEORY OF STRATEGIC
49	THEORY OF STRATEGIC
50	THEORY OF STRATEGIC
51	THEORY OF STRATEGIC
52	THEORY OF STRATEGIC
53	THEORY OF STRATEGIC
54	THEORY OF STRATEGIC
55	THEORY OF STRATEGIC
56	THEORY OF STRATEGIC
57	THEORY OF STRATEGIC
58	THEORY OF STRATEGIC
59	THEORY OF STRATEGIC
60	THEORY OF STRATEGIC
61	THEORY OF STRATEGIC
62	THEORY OF STRATEGIC
63	THEORY OF STRATEGIC
64	THEORY OF STRATEGIC
65	THEORY OF STRATEGIC
66	THEORY OF STRATEGIC
67	THEORY OF STRATEGIC
68	THEORY OF STRATEGIC
69	THEORY OF STRATEGIC
70	THEORY OF STRATEGIC
71	THEORY OF STRATEGIC
72	THEORY OF STRATEGIC
73	THEORY OF STRATEGIC
74	THEORY OF STRATEGIC
75	THEORY OF STRATEGIC
76	THEORY OF STRATEGIC
77	THEORY OF STRATEGIC
78	THEORY OF STRATEGIC
79	THEORY OF STRATEGIC
80	THEORY OF STRATEGIC
81	THEORY OF STRATEGIC
82	THEORY OF STRATEGIC
83	THEORY OF STRATEGIC
84	THEORY OF STRATEGIC
85	THEORY OF STRATEGIC
86	THEORY OF STRATEGIC
87	THEORY OF STRATEGIC
88	THEORY OF STRATEGIC
89	THEORY OF STRATEGIC
90	THEORY OF STRATEGIC
91	THEORY OF STRATEGIC
92	THEORY OF STRATEGIC
93	THEORY OF STRATEGIC
94	THEORY OF STRATEGIC
95	THEORY OF STRATEGIC
96	THEORY OF STRATEGIC
97	THEORY OF STRATEGIC
98	THEORY OF STRATEGIC
99	THEORY OF STRATEGIC
100	THEORY OF STRATEGIC



# CONTRA COSTA COUNTY COMMUNITY DRUG AND ALCOHOL ACTION PLAN

## (A PARTNERSHIP FOR A DRUG-FREE CONTRA COSTA)

### I. INTRODUCTION

Contra Costa County has a serious and growing problem with the illegal use and abuse of alcohol and other drugs. The problem involves all age groups, all ethnic and racial groups, all economic levels of the community and all geographic areas of the County.

While there may be differences in the perception of the problem in different areas of the County, the problem is there, it is countywide, it is serious and it will **not** go away by denying that it is a problem.

Abuse of alcohol and other drugs is serious in **all** areas of the County, even though the form in which it is displayed, the impact on the community or even the types of drugs which are involved may be different in different areas of the County.

Huge and growing resources have been applied in recent years to stopping the manufacture, importation, distribution and sale of illegal drugs. While law enforcement attacks on the supply of drugs needs to continue, law enforcement officials are the first to note that no amount of funds will ever stem the **supply** of drugs as long as the **demand** for drugs continues unabated. If the demand for drugs were to be substantially reduced, the supply would dry up because it would no longer be profitable to take the risks associated with the manufacture, importation, distribution and sale of illegal drugs.

There is a widespread attitude in the community which condones and even encourages the use and even abuse of alcohol and other drugs. As long as this attitude is prevalent in this County it will be difficult to address the problem.

While government must be a partner in the solution of the problem, government alone cannot solve the problem, particularly without the total support of the community.

The problem of the abuse of alcohol and other drugs is so widespread in this County that it will require a major, coordinated effort on the part of all elements of the community to solve the problem - truly a community-wide War on Drugs!

This War on Drugs must involve all elements of the community:

Parents, children, students, young adults, grandparents/seniors, neighborhood and homeowners associations, schools and colleges, employers, labor organizations, religious organizations, service clubs, non-profit community-based organizations and providers, the media and cities and the county. Most individuals are members of one or more of these groups. Therefore, all individuals have a stake in seeing the problem solved and a role in making that happen.



In order for a War on Drugs to be effective, the community must develop a "zero tolerance" attitude toward the illegal use and abuse of alcohol and other drugs. This must be reflected in both individual and organizational behavior. Protection must be provided to those citizens who are courageous enough to speak out about illegal drug activities. Support and protection must also be provided to young people who want to speak out about stopping the use of drugs. Currently, many such young people are ridiculed and even threatened because of their anti-drug convictions.

The major regions of Contra Costa County are different in terms of the form in which the problem is displayed, the resources which are available to fight the problem and the needs which have been identified. As a result, each region must identify for itself what it needs to do. Strategies which are needed in West County may not work in South County. The resources which are available in Central County may not be present in East County. The needs in one community will probably be different from those in another community.

Each community needs to define the extent and nature of the problem in their community, the resources which are present to address the problem and the unmet needs which are identified. Then each community must develop a strategy which will work in that community to provide resources to meet the unmet needs. Prevention, treatment and law enforcement activities must be sensitive to the community's economic and racial diversity.

What follows are some actions which have been developed by the three major regions of the County which help to provide a strategy for addressing the drug problem in the County. What is included here are only **some** of the suggestions which have been made. The three regional Community Action Plans from which this document is formed are available for a more detailed and specific review of the assessment which has been made in each region of the County.

**It is the intent of the Board of Supervisors to submit this Action Plan to the voters of Contra Costa County in June, 1990 for ratification after it has been reviewed and a consensus has been reached at the Countywide Drug and Alcohol Conference in January, 1990.**

## II. OVERALL GOALS

Following are the overall goals which should focus each community's efforts:

- ◆ Reduce the incidence of the abuse of alcohol and other drugs in Contra Costa County through:
  - ◇ Prevention and Education
  - ◇ Intervention, Treatment and Aftercare
  - ◇ Law Enforcement and Interdiction
- ◆ Empower individual citizens, community organizations and key civic leaders to take responsibility for reducing the abuse of alcohol and other drugs.
- ◆ Encourage an integrated effort with participation from all sectors of the community - individuals, families, schools, law enforcement, media, business and labor, medical, mental health and alcohol and drug services providers, religious and community organizations, local government and service organizations.
- ◆ Mobilize and maximize the effectiveness of existing resources through cooperation and public-private partnerships. Generate new resources where needed.



### III. STRATEGIES

The preceding goals can best be achieved through the use of the following strategies:

- ◆ Mobilize and involve all key community leaders and organizations to participate in a community-based organization against the abuse of alcohol and other drugs.
- ◆ Increase community awareness through the organization of community groups and the involvement of elected officials, key advisory Boards and Commissions and the media in a concerted countywide effort on a community by community basis.
- ◆ In establishing a community-based organization against the abuse of alcohol and other drugs, build upon the groups and efforts that already exist in the community; expand and build on what already is established to provide a broader and stronger base of participation.
- ◆ Provide an organizational framework countywide for effective and efficient coordination of community activities. Assure linkage of community-based organizations against the abuse of alcohol and other drugs to create a countywide "war on the illegal use and abuse of alcohol and other drugs".
- ◆ Implement this plan of action which clearly defines attainable goals countywide, in each region of the County and in each community in each region in the County.
- ◆ Develop a plan which addresses the special needs of low-income, unemployed and minority persons, single parents, working parents and parents for whom English is a second language.
- ◆ Develop a plan which addresses the need for job development, housing and child care for many groups in the community.
- ◆ Assess regional and community needs, better coordinate information about existing services, and develop funding strategies to fill the gaps in service in each community, including forming effective public-private partnerships.
- ◆ Advocate that messages regarding the illegal use and abuse of alcohol and other drugs must be consistently applied to community activities. In summary, these messages are:
  1. No use of alcohol or other drugs by those under the age of 21.
  2. No use of illegal drugs by adults.
  3. No illegal use or abuse of alcohol by adults.



#### IV. REVENUE REQUIRED TO IMPLEMENT THE COMMUNITY ACTION PLAN

This section outlines several sources of revenue which may have to be explored in order to realistically finance the program outlined in this Community Action Plan:

We should not deceive ourselves into thinking that any significant part of the added services called for in the following Community Action Plan can be implemented with the currently available resources. There is no substitute for citizen involvement and volunteer activities in addressing the war on drugs. Much can and must be done within existing resources, but more will be needed. Following are some alternatives that should be considered by the community, separately or in combination, as mechanisms which will be needed to fully implement anything akin to the scope of services which are called for in this Community Action Plan.

- ◆ coordination of existing funding sources through partnerships (public-public and public-private) to increase efficiency and effectiveness of efforts;
- ◆ private sector contributions from business, service clubs and private foundations;
- ◆ additional funds from new proposed federal and state anti-drug programs;
- ◆ new funds from the proposed "Nickel a Drink" alcohol tax initiative;
- ◆ sale of confiscated property and assets from drug dealers acquired through illicit drug activities;
- ◆ institute user accountability through the confiscation and sale of cars used to buy drugs or imposition of very stiff penalties for users (if legal authority can be obtained);
- ◆ mobilization of citizen involvement through tax credits for individuals and businesses volunteering for specified drug-free communities activities: this is an essential component of any proposal for an anti-drug benefit assessment district that may be considered in the future.
- ◆ It is important to recognize that there simply are not enough funds available locally to implement this Community Action Plan. It may become necessary to reorder priorities and raise more funds locally in order to make the Community Action Plan a reality.

It is far better to have the involvement and sweat equity of citizens as volunteers in our local war on drugs than to have only their money. Therefore, although it is clear that we must bring new energy and generate additional resources to wage a successful war against drugs, it is critical to provide innovative incentives, such as tax credits, to mobilize the community.



## V. SUMMARY OVERVIEW

### A. PREVENTION/EDUCATION

Each region in the County needs to organize for action and mobilize its resources. Every segment of the community needs to be involved in this campaign against the abuse of alcohol and other drugs.

Every city and unincorporated community should adopt comprehensive policies to prevent and reduce alcohol and drug problems and should establish a "local organization against the abuse of alcohol and other drugs".

At both the regional and community level, such an organization needs to involve a broad cross-section of the community: parents, young adults and students, neighborhood groups, schools, media, employers, labor organizations, religious organizations, service clubs, service providers, law enforcement and public officials.

Each school district should appoint a "drug-free schools task force" with broad community participation that is coordinated with the local organization against the abuse of alcohol and other drugs. These citizen groups should be the forum for planning and implementing local drug-free activities and programs.

Parents need to enter into an open dialogue with their children about drugs and hopefully enter into a written agreement with their children for a "drug-free family."

Our youth must be diverted from careers of drug dealing and lives of drug abuse by offering them significant opportunities to learn marketable skills. This will require job training programs which will teach skills that are especially needed in the community and may require job development efforts in some areas.

Young people who are hurt, depressed, abused and neglected are more vulnerable to the short-term relief of self-medication with alcohol and other drugs. Our families need to become more caring and supportive and must be free from violence and sexual abuse.

All sectors of the community must become involved in creating a sense of community spirit, in building self-esteem and in providing positive alternatives to using alcohol and drugs. Each sector of the community must do what it can to contribute to the overall effort. Individual citizens must take responsibility for themselves, their families, their neighborhoods and the community groups to which they belong.

Our schools and communities must collaborate on a major program of youth and family-oriented activities. In particular, school-based prevention and early intervention programs need to be expanded.



## B. TREATMENT/INTERVENTION

A community that is in the throes of an addiction epidemic cannot become healthy without sufficient treatment resources. Programs that are developed for law enforcement, for prevention and education and health-related issues will continue to fall short in their efforts if drug treatment resources are not included as well. While there is a need throughout Contra Costa County for additional treatment services this need is particularly evident in West County.

Promoting a drug-free community is an on-going task. A major aspect of that task is to ensure that our communities have in place resources that are both **accessible** and **affordable** to the entire community. Accessibility is best addressed by making the community aware of the available resources and by bringing services to where the clients really are. Affordable services have to be made available to all. If care can be denied due to a lack of financial resources then the notion of a caring community is without meaning.

A comprehensive approach to treatment and intervention services must be composed of several essential and interrelated pieces:

- ◆ Innovative programs are needed to get people into treatment. Among these are a central information and referral system so everyone in the community can receive correct, honest information about drugs and what treatment resources are available. As a part of this element, it is essential to help families detect alcohol and drug abuse symptoms and behaviors and to develop appropriate and effective intervention techniques.
- ◆ A variety of specialized treatment services are needed, including children's treatment, "street-based" programs, culturally sensitive programs, workplace programs, programs which can accommodate voluntary placements, and programs which can accommodate coercive placements, non-traditional programs, and programs for families, pregnant women and their drug-addicted babies.
- ◆ The programs need to emphasize returning to the community after drug abuse treatment.
- ◆ A variety of supportive services for the families and children of substance abusers are needed.

## C. LAW ENFORCEMENT/INTERDICTION

Historically, society has looked to law enforcement to maintain crime prevention and law enforcement services but the social tragedy of alcohol and drug abuse is overwhelming law enforcement capabilities.

Law enforcement and the criminal justice system is our first line of defense for public safety in enforcing the laws regarding the use and abuse of illegal drugs. There has been much success with the existing three regional narcotics enforcement teams. These efforts need to be continued and supported.

However, these efforts are but one division in this war. It is essential that all institutions and service providers cooperate and coordinate their prevention and service missions. Every individual's input, support and active involvement with law enforcement, education, intervention and treatment services will make us an effective army.

Law enforcement agencies should expand their participation in education and prevention services, including their contacts with schools, youth groups and parents. Implementation of a "neighborhood watch" model in communities can be established and encouraged by law enforcement agencies.

Law enforcement interdiction efforts need to be seen as an integral element of the overall anti-drug campaign. This should take the form of formally communicating to elected officials that law enforcement and treatment are part of the same continuum of services which the community must make available. To fund one component at the expense of the other diminishes the effectiveness of both.

Law enforcement agencies and the community need to forge closer ties that are mutually trusting and mutually supportive. New partnerships need to be forged with a number of neighborhood, community, school and youth groups.

Law enforcement agencies need to continue to publicly advocate for and support education, prevention, intervention, treatment and aftercare services.

In return, law enforcement agencies and their governing bodies need to hear clear, unequivocal support from the community for a "zero tolerance" philosophy in enforcing the laws.



## VI.

### IMPLEMENTATION IDEAS FOR PREVENTION/EDUCATION COMMUNITY ACTION PLAN

The overall action plan in each community must be founded on the establishment of a community-based organization against the abuse of alcohol and other drugs. This organization must involve every key sector of the community, including parents, young adults and students, neighborhood groups, schools, media, employers, labor, religious organizations, service clubs, community-based providers and local government. Where community organizations against substance abuse already exist, sectors or interest groups not yet participating must be included in the effort. It is most appropriate to build upon what already has been done and strengthen it.

To prevent the abuse of alcohol and other drugs requires that we do more than affirm prohibitions or educate about dangers. All sectors of the community must become involved in creating a sense of community spirit, in building self-esteem, in providing positive alternatives and in eliminating the sense of helplessness and hopelessness which leads people to seek relief or happiness in drugs and alcohol. Opportunities for self-development, education, meaningful work, safe recreation and freedom from violence and crime are an essential part of creating a community in which the war on the abuse of alcohol and other drugs can truly be won.

In some communities, the existing organization will be primarily school-oriented and in others it will be primarily local government-oriented. Both are good, workable models depending on the historical development of public participation and the local preference.

In addition to participation in a community organization against the abuse of alcohol and other drugs, each of the sectors listed below should undertake the following activities to implement the Community Action Plan and prevent the abuse of alcohol and other drugs.

#### PARENTS

- ◆ Set an example for behavior regarding drugs and alcohol and serve as a positive role model for children.
- ◆ Set a standard of not tolerating alcohol and drug use by their children.
- ◆ Invest in positive time with their children, communicating with them, engaging in recreational activities, etc.
- ◆ Be informed and take advantage of available education on the effects of abusing alcohol and other drugs.
- ◆ Take advantage of parenting, communication skills, and fostering self-esteem classes.
- ◆ Discuss substance abuse with children and provide needed support and guidance to children to remain drug-free.

- ◆ Enter into a written agreement with children for a “drug-free family.”
- ◆ Volunteer for activities which provide opportunities to interact with the schools, such as the Parent Educator Program (PEP).
- ◆ Attend and participate in programs such as the Parenting Education Program (3 sessions, 9 hours) which is a companion component to PEP. (Research shows communications and management of limits/expectations are both very important for effective parenting.)
- ◆ Join parent clubs/PTA’s to support drug-free school activities including encouraging school boards and local government to adopt aggressive policies to prevent the abuse of alcohol and other drugs.
- ◆ Seek assistance if needed to insure healthy family functioning.

### **CHILDREN, STUDENTS, YOUNG ADULTS**

- ◆ Take responsibility for your own healthy behavior and provide a role model for your peers.
- ◆ Be informed and take advantage of available educational programs through the school and the community. Examples of school programs are PEP, DARE, Friday Night Live, Youth Educator, QUEST, Here’s Looking at You 2000, REACH, and Gateway. Examples of community programs are provided by the YWCA, YMCA, Boy Scouts and Girl Scouts, Girls and Boys Clubs, community centers, neighborhood organizations, churches, sports activities, the Youth Services Bureau, Center for Human Development, Neighborhood House of North Richmond and the Drug and Alcohol Council of Contra Costa County.
- ◆ Share information from these programs and do the homework from these programs with family and friends.
- ◆ Express your support for a drug-free community by standing up for your convictions.
- ◆ Enter into a signed agreement with family members for a “drug-free family.”
- ◆ Participate in “drug-free school” activities, some examples of which include volunteering for peer education programs, Youth Educator Programs, Student Activity Team (SAT), Just Say No Clubs, etc. Support and organize Red Ribbon Week (October) and Just Say No Week (May) activities.
- ◆ Volunteer for alcohol and drug-free community activities. (These might include Friday Night Live, Youth Educator, REACH, etc.)
- ◆ Seek assistance if needed to insure healthy family functioning. Help is available by calling (415) 646-1087.



## GRANDPARENTS/SENIORS

- ◆ Serve as role models for their grandchildren.
- ◆ Participate in the written agreement for a “drug-free family” by accepting responsibility as a grandparent to support grandchildren in being drug-free.
- ◆ Volunteer for substance abuse prevention programs such as PEP.
- ◆ Encourage local governments to adopt aggressive policies on the prevention of the abuse of alcohol and other drugs.
- ◆ Encourage intergenerational programs and support for young people.
- ◆ Volunteer in church groups, service clubs and other community organizations to participate in substance abuse prevention activities.
- ◆ Encourage and nurture a “Foster Grandparent” network, to include providing meeting space, facilitation of self-help groups, etc.

## COMMUNITY ORGANIZING

- ◆ Each community in the County should organize itself to coordinate on a whole range of drug-related problems that feed into and exacerbate the drug problem in the County.
- ◆ Each community needs to establish a collaborative educational process for politicians, school administrators, business leaders, churches, judges, community leaders, etc. to come together to both learn and share different attitudes and perspectives about the drug problem in our community.
- ◆ A public relations campaign around the message “You Can Help” would be valuable in creating a climate which is conducive to widespread community involvement.
- ◆ Some communities may wish to consider the value of a three-day conference which explores the elements to a collaborative network of cooperating organizations, and which develops a local response mechanism to address the problem of the abuse of alcohol and other drugs.
- ◆ Different regions of the County may wish to consider a series of forums and discussion groups which allow those most directly affected by the alcohol and drug problem to get together offering support, encouragement and ideas for solution. These meetings should be held in local communities which have a common set of interests and problems.

## NEIGHBORHOOD AND HOMEOWNERS ASSOCIATIONS

- ◆ Adopt strong policies to prevent the abuse of alcohol and other drugs (including amending CC&R's (Covenants, Conditions and Restrictions) to prohibit "kegger parties" where minors are present).
- ◆ Organize community groups such as a Neighborhood Drug Watch Program or Parents on Patrol Program including posting signs that declare a "drug-free neighborhood" and assert that residents will control the neighborhood or will "take back their neighborhood."
- ◆ Assist law enforcement by reporting incidences of drug and alcohol abuse in the neighborhood.
- ◆ Coordinate substance abuse activities (in conjunction with community-based organizations against substance abuse, drug-free schools task force, Red Ribbon Week, Just Say No Week, etc.) and provide information through homeowners association newsletters. Recruit volunteers for activities such as Neighborhood Drug Watch, Parents on Patrol or PEP.

## SCHOOLS AND COLLEGES

- ◆ Each school district board of trustees should:
  - ◇ adopt and implement a comprehensive drug and alcohol abuse program for all public schools from pre-school through high school with an evaluation component. In this context, a comprehensive program requires prevention, intervention, aftercare and discipline programs.
  - ◇ seek to encourage the development of expanded partnerships with other public, private, and non-profit agencies providing services to youngsters and their families with or at risk for substance abuse difficulties. Each high school should establish a partnership with a local substance abuse program.
  - ◇ consider establishing a student assistance program to assist at-risk students, if one is not already available.
  - ◇ establish an outreach program directed at school dropouts.
  - ◇ consider the need to establish a full-time staff position for substance abuse program planning at the district level, sharing this resource between districts where appropriate.
  - ◇ approve an action plan/strategic plan to achieve a "drug-free school district."



- ◇ establish (or continue and strengthen) a “drug-free schools task force.” The task force must represent the agencies, disciplines, authorities and community groups needed to design and implement the strategic plan (curriculum, activities, etc.). There must be coordination between a “drug-free schools task force” and the community-based organizations against the abuse of alcohol and other drugs. The school district must designate a coordinator for the task force to ensure adequate staff support.
- ◆ The drug-free task force should encourage the formation of groups such as Parent Action Teams (PAT) and Student Action Teams (SAT) to determine the best components of the strategic plan. The PAT’s, SAT’s and drug-free school task forces should draw upon the resources provided by publicly funded organizations such as the Far West Labs to assist in developing an action plan.
- ◆ Every grade-level should participate in curriculum, co-curriculum and other activities to prevent the abuse of alcohol and other drugs. School districts should distribute “drug-free families” agreements in conjunction with these programs. All schools should implement programs that meet criteria adopted by the Drug-Free Schools Task Force.
- ◆ Each school district should build upon and expand the peer-counseling programs within the public schools.
- ◆ Each school district should provide comprehensive counseling and intervention for “at risk” youth and their families.
- ◆ Each school district should increase and improve the training of school staffs in substance abuse prevention, continuing to use models that are effective, and introducing others that have worked in other regions, such as the STAR TRAK and CO-AIR programs operated by the Richmond Unified School District which seek to intervene with youth whose parents have had substance abuse problems.
- ◆ Each school district should encourage a coordinated approach with all of the community agencies so that Prevention, Intervention and Treatment programs can be more unified. Perhaps agency offices on school campuses would be a viable way to do this.
- ◆ Each school district which operates junior high or senior high schools should implement a comprehensive program of peer and/or cross-age education in the junior and senior high schools. For example, junior high school students could plan and present skits for drug abuse education at elementary schools. Senior high school students could be involved in the development of drug and alcohol abuse prevention video tapes that could be aired over local cable television public access channels.
- ◆ Legislation should be explored which would provide tax incentives and scholarships to pay for higher education for non-drug users.

- ◆ Other options for school districts include but are not limited to the need for:
  - ◇ Active participation from school district governing boards.
  - ◇ One-to-one peer counseling in Junior/Senior High schools for students with needs.
  - ◇ Increased counseling services, especially for Elementary and Junior High School level young people.
  - ◇ Establishment of drug free zones at every school.
  - ◇ Applications for appropriate services for babies born addicted and for pregnant minors.
- ◆ The County Superintendent of Schools should be requested to coordinate the efforts of the Local Coordinating Committee established pursuant to AB 1087 (Chapter 92, Statutes of 1988) with the efforts to implement this Community Action Plan.

## **WORKPLACE: EMPLOYERS AND LABOR ORGANIZATIONS**

Unemployment among our youth remains a major concern. We must develop better ways to reach those children who may be at high risk of both using and selling drugs. We must address the needs of our young people both within and outside our schools and provide some type of vocational, skills training so that these young people (who may find themselves selling drugs primarily for the economic incentive) can earn money and self respect by contributing to the community through legal and safe work.

- ◆ Employers and workers at each workplace should negotiate and adopt a written contract for a "drug-free workplace." Ensure that each workplace implements an active Employee Assistance Program. Develop and/or create mechanisms for small businesses to enter employee assistance programs.
- ◆ Provide substance abuse prevention education in the workplace, including training parents to identify substance abuse problems with their families. Distribute contract for "drug-free families."
- ◆ Provide training and employment opportunities for adolescents, young adults and recovering individuals as a prevention strategy.
- ◆ Provide family oriented drug-free activities for union members.
- ◆ Encourage more businesses to provide the leadership in community prevention efforts.
- ◆ Recruit representatives, participants and volunteers for community-based organizations against substance abuse, drug-free schools task force and PEP.



- ◆ Encourage private-public partnerships to fund community projects, such as Drug Free Schools Runs and participation in "Red Ribbon Week" activities.
- ◆ Provide matching grants to substance abuse prevention activities. Financially support service clubs and other community service clubs and other community groups (such as LBRT Challenge- Lenders/Builders/Realtors/Title Companies) to raise funds for substance abuse prevention programs.
- ◆ Labor organizations should encourage their members to request a substance abuse prevention and rehabilitation program at their workplace. Workers should request active participation in the design and implementation of the workplace program.
- ◆ Motel/hotel owners should not rent to juveniles on recognized "party or celebration" nights such as the junior or senior prom or graduation night.
- ◆ Restaurants, bars and other businesses which serve alcoholic beverages should all establish "server education" programs and participate in promoting the "designated driver" campaign (such as providing free or half-priced non-alcoholic beverages to the designated driver of a group).
- ◆ Local schools and the community college district, in conjunction with employers in the County, should develop expanded job training programs. In particular, these programs should:
  - ◇ Target the building trades, including specialized skills in carpentry, electrical, plumbing and mechanical trades. The goal should be to create career paths in the construction trades leading to positions as skilled craftsmen, supervisors, contractors and building inspectors.
  - ◇ Focus on renovating and improving homes in low-income areas of the County, thereby playing a valuable role in community improvement.
  - ◇ Train and prepare aspiring day-care providers and child-care workers, especially pregnant teens, single mothers, and seniors. This program will not only provide participants with needed skills, but will prepare them to fill an important service gap.
  - ◇ Establish a literacy program with a special emphasis on "business" English.
  - ◇ Implement a training program in computer literacy. The rationale for this approach is that the young people who would participate in this program would acquire skills that are very desirable to employers.
  - ◇ Expand to other appropriate areas of the County the pilot vocational education project operated in North Richmond by the County Career Development Employment Program.

## RELIGIOUS ORGANIZATIONS

- ◆ All religious organizations (such as the Council of Churches, Catholic Diocese, Board of Rabbis, Ministerial Alliance, etc.) should establish education and training programs for religious leaders regarding effective roles for leaders of congregations, particularly assisting their members break through denial. Provide a positive role model for their members and the greater community.
- ◆ Encourage their organizations to become more knowledgeable about substance abuse resources and referral possibilities.
- ◆ Religious leaders should plan and implement a schedule of activities for their congregation including topics for sermons and volunteering as a group for drug-free activities planned by the community or school district. Special attention should be given to involving religious youth groups in drug-free activities.
- ◆ Individual religious organizations should train leaders to work with the congregation to identify and address substance abuse problems and to establish congregation support groups for substance abusers and their families. If approved by the congregation, the trained leaders may also be a resource for school referrals.
- ◆ Recruit individual members as volunteers for substance abuse prevention programs. Distribute agreements for "drug free families."
- ◆ Develop drop-in counseling for teens and parents.
- ◆ Provide facilities for drug-free activities planned by the community or school district.
- ◆ Provide representation and participation in the community-based organization against substance abuse and the drug-free schools task force.
- ◆ Provide after-school and weekend activities for youth in their communities.
- ◆ Individual church congregations should be recruited to provide support, endorsement, planning, management, and/or participation in an individual project or phase of a project. Some examples might include developing a network of outreach treatment sites or providing meeting space for community support groups such as AA, NA, Al-Anon, Alateen and others.
- ◆ Various ministerial alliances should be advised regarding projects and ideas under consideration and their assistance sought in gaining access to their particular segments of the community.



## SERVICE CLUBS

- ◆ Service clubs' officers should plan and implement a schedule of activities for their members to participate in, including educational programs at club meetings and volunteering as a group for drug-free activities planned by the community or school district.
- ◆ Sponsor drug free activities for youth (e.g. Panther Striders, Drug free Schools' runs, "Red Ribbon Week" activities).
- ◆ Recruit individual members as volunteers for substance abuse prevention programs. Distribute agreements for "drug-free families."
- ◆ Participate in increased community awareness and education of parents and children.
- ◆ Provide civic and business representation and participation in the community-based organization against substance abuse and the drug-free schools task force.
- ◆ Provide publicity about education/work opportunities for those recovering or at risk.
- ◆ Actively promote and implement drug-abuse prevention programs adopted by the service club's regional, state or national organization (such as QUEST, sponsored by the Lions, and the Rotary Foundation for Alcohol and Drug Abuse Prevention and Rehabilitation sponsored by the Rotarians). Raise funds to support the designated substance abuse prevention program or donate to community-based programs (such as Friday Night Live and AAUW's Drug-Free Kids Video Project) or providers (such as CHD, Pros for Kids, New Connections, Bi-Bett, etc.). Provide funding for tee shirts and other awards to DARE, QUEST, Youth Educator and PEP participants.
- ◆ Obtain more information about 12 step programs and set up referral systems to these programs for members and their families in trouble.
- ◆ Initiate fund-raising activities to support substance abuse programs and activities. This might, for instance, be implemented through an "adopt a school" program where funds that were raised could be contributed for program development at a particular school.

## NON-PROFIT COMMUNITY-BASED ORGANIZATIONS AND PROVIDERS

- ◆ All non-profit community-based organizations and providers funded by public sector should cooperate in a coordinated plan to augment the prevention and education activities of the community-based organization against substance abuse or the drug-free schools task force. Each organization should complete a written pledge of specific participation in the community substance abuse prevention activities and should become a part of the contract for public funding.
- ◆ These community-based organizations should:
  - ◇ Provide educational services to parents that will empower them to nurture healthy, drug and alcohol free youth.
  - ◇ Provide training in enhancing parenting and communication skills as well as in substance abuse issues, including how to recognize symptoms of substance abuse.
  - ◇ Help parents to become positive role models in a sober way of life.
  - ◇ Establish innovative methods to train and provide accurate information about the impacts of drug and alcohol abuse as well as innovative ways to spread that information.
  - ◇ Work closely with churches, religious organizations and volunteer health, educational and social organizations to provide information and training and encourage their participation in fighting drug and alcohol abuse.
  - ◇ Help the community understand the financial and human cost of drug and alcohol abuse.
  - ◇ Set up a network of service providers to share ideas and coordinate efforts in reaching the community. This network would also provide speakers to various community organizations.
  - ◇ Educate families in the dynamics of co-dependency and the enabling of high-risk behavior.
- ◆ Expand substance abuse prevention programs in a cost-effective manner by maximizing volunteers when new resources become available.
- ◆ Participate in community-based organizations against substance abuse and drug-free schools task force.



- ◆ Certain organizations with broad private sector support, such as Just Say No Foundation, should be encouraged to expand the framework for fund-raising for other community-based providers. An effort to project a coordinated message should be developed.

## MEDIA

- ◆ All print and electronic media should participate in a Media Action Committee for the countywide substance abuse prevention program. Each media organization should provide news coverage of the drug-free Contra Costa campaign and activities.
- ◆ Provide (through the Media Action Committee) professional direction for the development of the message and educational materials needed for the drug-free Contra Costa campaign. Explore securing permission to use the "Partnership for Drug-Free America" PSA's for Contra Costa County.
- ◆ Identify a regular, consistent format for reporting information and progress to the community about the drug-free campaign. This might involve a weekly report in the newspapers and on electronic media. Provide space and PSA time for promoting the campaign.
- ◆ Encourage local newspapers and community access programs on cable television to work in concert with the community to help reduce the incidence of images and messages it projects which appear to glorify or endorse drug and alcohol use.
- ◆ Advocate that the local media provide facts and current information about the health, economic and social impacts of drug and alcohol abuse.
- ◆ Explore the feasibility of cable companies providing a regularly scheduled program (locally produced) about substance abuse as a part of community access programming. Select a subcommittee to locally produce the program.
- ◆ Consider additional ways to highlight the alcohol and drug abuse problems and give profile to drug-free activities, including promoting "drug-free family contracts" (printing in the newspaper and announcing on electronic media) and publishing the names of individuals who volunteer for substance abuse prevention programs.
- ◆ Promote Red Ribbon Week, Just Say No Week and/or other countywide drug-free activities that occur at the same time throughout the county in every community.

## CITIES AND COUNTY

- ◆ The Contra Costa County Board of Supervisors should establish a countywide organization and framework to oversee and assure the implementation of the Community Action Plan. This organization should include representation from each community-based organization against substance abuse, each drug-free schools task force and the Media Action Committee. This organization must be coordinated with the work of the Alcoholism Advisory Board and Drug Abuse Advisory Board.
- ◆ The Board of Supervisors should insure that the efforts to implement this Community Action Plan are closely coordinated with the planning being undertaken by the Local Coordinating Committee chaired by the County Superintendent of Schools and established pursuant to AB 1087 (Chapter 92, Statutes of 1988).
- ◆ Each city council and the Board of Supervisors should adopt a comprehensive policy on substance abuse prevention, treatment and law enforcement. Local governments should highlight the importance of addressing alcohol and drug abuse problems through a highly visible and integrated administrative structure.
- ◆ Each city and the County should conduct a community campaign for substance abuse awareness.
- ◆ Each city and the County should develop a long range plan to deal with alcohol and drug abuse issues.
- ◆ Each city should establish or support an existing community-based organization against substance abuse. The city council should identify those activities in the Community Action Plan for which it will assume implementation responsibility.
- ◆ Each city and the county should examine the appropriateness of land use policies in the prevention of substance abuse. Each jurisdiction must promote a "drug-free environment" in their community. This should include the establishment of "drug-free schools" ordinances in conjunction with local school districts.
- ◆ Each city council and the Board of Supervisors should ensure that Planning Commissions are aware of community concern about locating establishments that sell alcoholic beverages near schools and parks.
- ◆ Each city and unincorporated community should establish a Community Drug Education Program similar to that being operated by the City of Richmond. This program provides oversight to the Richmond Anti-Drug Task Force. This model can provide staff to an effort within each city to marshal volunteers who then mobilize the community for a comprehensive anti-drug effort around the issues of their own choosing. The community awareness and education potential of these localized efforts can be enormous.



- ◆ Fund police and Sheriff participation in prevention and education programs such as DARE and Officer Friendly so they can be implemented in every school in Contra Costa. Cities and the County should provide all law enforcement agencies necessary funds to participate in programs that address the needs of at-risk youth, such as the Police Activities League (P.A.L.).
- ◆ Copies of reports from law enforcement agencies should routinely be made available to all members of the community who request them. Efforts should also be made to publicize the progress which has been made by the law enforcement agency.
- ◆ Youth in many areas of the County need organizations and activities in their neighborhoods that contribute to a much-lacking sense of civic pride and belonging.
  - ◇ There must be monies to develop and create relevant afterschool recreational programs to meet the needs of all children in our County. We must acknowledge the special needs of high-risk youth and offer appropriate services. Culturally relevant activities must also be considered.
  - ◇ Programs such as Police Activities League (PAL) programs should receive funds for expansion.
  - ◇ Local communities should provide additional recreational activities and leisure time alternatives for children and youth. Recreation centers in each community should become the focal point for youth activities. Additional staff need to be hired to develop significant youth programs at these centers.
- ◆ Continue participation in coordinated narcotics law enforcement teams throughout Contra Costa. Use confiscated property from illegal drug activities to fund additional law enforcement. (Please see section on Law Enforcement). This should include the enforcement of new existing law to revoke the drivers licenses of minors who are involved with drug offenses.
- ◆ Develop a comprehensive plan for employment opportunities for both youth and adults.
- ◆ Coordinate letter writing campaigns to state and federal officials in favor of changes in priorities regarding funding distribution to local government and stronger legislation.
- ◆ Work with chambers of commerce, businesses and industry and the school districts to provide job fairs, vocational training and educational opportunities for low-income families to improve their marketable skills.
- ◆ Develop Enterprise Zones which will encourage employment in underemployed areas.
- ◆ Support legislation which will provide significant disincentives for adult users (casual and other), such as giving local jurisdictions the ability to revoke the drivers license or confiscate and resell the car used by convicted offenders to buy drugs.

- ◆ The Contra Costa County Board of Supervisors, in cooperation with the cities, should establish a significant tax incentive program for individual citizens who choose to participate in and volunteer for the activities of the drug-free Contra Costa campaign. The activities for which a taxpayer could receive a tax credit would have to be clearly designated in the Community Action Plan and approved by the Board of Supervisors. However, examples of appropriate volunteer activities to become eligible for a tax credit would be:
  - ◆ Submission of a completed “drug-free family agreement” should provide a certain minimum tax credit for residential property owners (including owners of rental property who implement “drug-free contracts or programs” for their tenants).
  - ◆ Volunteering for and successfully completing serving in substance abuse prevention programs
  - ◆ For business and organizations (service clubs with property, etc.) who pay property taxes, the submission of an adopted program of activities with legal certification by an appropriate officer that it was implemented (including adoption of a “drug-free workplace” policy/contract and implementation of an Employee Assistance Program).
  - ◆ Serving on a community-based organization against substance abuse or a drug-free schools task force.
  - ◆ Participation in Parents on Patrol in neighborhoods.
  - ◆ Developing and/or sponsoring another approved drug and alcohol prevention program, such as a neighborhood “Alano” club.



## VII.

### IMPLEMENTATION IDEAS FOR TREATMENT/INTERVENTION COMMUNITY ACTION PLAN

Comprehensive health care delivery systems are a continuum of services from primary prevention to secondary prevention/intervention, and to tertiary prevention/treatment. Comprehensive alcohol and drug abuse delivery systems are also a continuum of care - from primary prevention to tertiary prevention. Due to the comprehensive and integrated nature of alcohol and drug abuse services, tertiary prevention, for instance, most always includes important elements of primary and secondary prevention. Professionals in the field of alcohol and drug abuse now recognize that intervention and treatment are, in fact, important types of prevention. The following Community Action Plan focuses on intervention and treatment services but does so in the context that "prevention" cuts across all levels of the alcohol and drug abuse field. The Community Action Plan also indicates that the provision of treatment services requires special training and expertise which needs to be recognized in the same manner as other health care skills.

If the community is serious about dealing with the drug problem, there must be available, adequate, local, affordable treatment facilities to help people plagued by drug abuse.

With the rapid growth in the availability and popularity of designer drugs, communities urgently need "designer programs" which are equally available and equally popular. This Community Action Plan format is developed along the lines of the environment in which the intervention/treatment services are to be provided. The epidemic nature of drug abuse requires that services be provided in a number of environments. The following environmental areas look at what works, what we have, and what we need. No longer can we afford to view intervention and treatment services as the exclusive domain of the health care field. The health care field will remain an important leader, but clearly any war on drugs requires multiple efforts and multiple strategies. Following are a variety of actions which need to be taken, broken down by various disciplines and interest groups, as follows:

HEALTH SERVICES  
SOCIAL SERVICES  
SCHOOLS AND COLLEGES  
WORKPLACE  
CRIMINAL JUSTICE  
COMMUNITY DEVELOPMENT  
HOUSING  
FAMILIES/NEIGHBORHOODS  
VOLUNTEER SERVICES  
INDIVIDUALS  
INFORMATION AND REFERRAL SERVICES  
ADMINISTRATION

## HEALTH SERVICES

- ◆ Treatment staff should be encouraged to work with any family member or personal friend of a drug or alcohol abuser to initiate care. It is no longer correct to assume that treatment requires that the substance abuser take the first step. In fact, significant progress can be made by working with other affected persons to get the potential client into treatment.
- ◆ Presently, outpatient recovery services are provided in contract and in county-operated sites throughout the County. More resources need to be directed towards expanding these outpatient recovery programs.
- ◆ Re-entry group homes are an important part of the continuum of services which make recovery possible for many county residents. Presently, there is a serious shortage in the number of group homes and follow-up support services available for the chemically dependent person who is re-entering the work force.
- ◆ There is presently one residential treatment program for chemically dependent women and their children in Contra Costa County. There is a critical need to develop at least one additional residential treatment program for chemically dependent women and their children.
- ◆ Provide for the development of one special detoxification center for women who have alcohol and other drug dependent problems. This would allow a large number of women who currently do not avail themselves of the services because of the co-educational issue, to come forth and receive services. In this regard, there is also a need for adequate child care for women who wish to go into recovery.
- ◆ Individuals and organizations in the community should lobby the appropriate legislators and other decision makers to remove barriers to care, including financial barriers.
- ◆ Funds must be appropriated for both prevention and treatment, because one without the other is meaningless. A fair share of the funding allocated to drug abuse services must be dedicated to prevention and treatment.
- ◆ In order to meet the needs of the local community, federal anti-drug funds should be controlled locally in terms of how much goes to prevention, how much to treatment and how much goes to law enforcement.
- ◆ Help families detect substance abuse symptoms and behaviors and develop appropriate and effective intervention techniques.
- ◆ Provide intensive outpatient treatment services for pregnant and postpartum alcohol and other drug dependent women and their families.



- ◆ Provide for appropriate care for “crack babies” and addicted pregnant minors, including follow-up services.
- ◆ Provide assessment, monitoring and developmental intervention for substance exposed infants and families.
- ◆ Establish routine collection of data to monitor the extent and nature of substance abuse during pregnancy.
- ◆ Develop and expand our ability to provide intervention and treatment services to the chemically dependent client who is positive for the H.I.V. virus. Presently, considerable outreach efforts are being undertaken by public health; however, much more needs to be accomplished in the instances where intervention and treatment are indicated.
- ◆ Program enhancement needs to be accomplished in the area of methadone treatment services. Methadone clients who are medically fragile due to a particular condition, such as pregnancy, need a higher level of program support.
- ◆ Develop an intensive outpatient counseling program which will provide acupuncture and supportive short-term detoxification medication for people who are addicted to crack cocaine and other stimulants.
- ◆ Develop a 30-90 day short-term residential program primarily for clients who are crack addicted. This program should have a strong medical component to effectively serve medically fragile clients, i.e., pregnant alcohol/drug dependent, HIV positive, multiple diagnosed clients.
- ◆ Plan, develop and implement improved capabilities to work with the California Conservation Corps. A great deal more needs to be accomplished in serving this group and it appears that their efforts could be of considerable assistance to neighborhoods. If the County pursues its County Conservation Corps ideas, an important part of the program goals might be urban conservation to include various anti-drug efforts.
- ◆ Provide treatment of significant others of the alcoholic and the addict.
- ◆ Provide more social model recovery programs (e.g. group homes, Alano Club models).
- ◆ Create a more “consumer friendly” drug and alcohol service system. This entails planning and development of an improved information and referral system.
- ◆ Plan, develop and implement an in-home support program for foster parents and extended families who have taken responsibility for caring for the children of alcoholics and addicts.

- ◆ Additional treatment services are needed for children throughout the County. Caution should be taken to avoid negatively stigmatizing these children. Emphasis should instead be placed on approaches designed to offer positive reinforcement.
- ◆ Support programs which demonstrate the value of our children will also help in treatment. This is especially true with younger children. Treatment should emphasize self esteem, and models should be sought which carry this message to at-risk elementary and junior high school youth.
- ◆ Continue to develop programs and clinical skills which are culturally relevant. Drug abuse disproportionately affects members of ethnic minority communities. An effective response to the drug epidemic necessarily requires an approach which is multi-cultural and tailored to the needs of various communities.
- ◆ Treatment professionals who are on the leading edge of today's drug epidemic urge the community to develop more street-based solutions.
  - ◇ Contra Costa County needs a network of services which emphasize "taking services to clients". This concept departs from the standard of setting appointments, which the addict misses, or requiring that "the addict take the first step".
  - ◇ An example might be establishing a network of sites, including churches, public agencies, and community centers where counselors can see clients motivated to seek help. Treatment can be dispatched with an immediacy that is lost when appointments are scheduled for "next week".
  - ◇ Paraprofessional intervention staff should be selected from those who are "streetwise" and emphasis should be in training to respond to aggression, which may increase in the non-traditional setting.
- ◆ Changing societal attitudes and behaviors requires a great deal of educating the public (and providers) as to the real nature of this epidemic. The process of knowledge transfer is key to improving community resistance skills which is an integral part of the intervention and treatment process. Considerable resources need to be directed towards educating all segments of society and then educating again and again.
- ◆ Augment staffing at county operated and contracted residential drug and alcohol programs. Currently, county operated drug program have such thin staffing patterns that they have no weekend coverage or night coverage. This staffing is critical to insure the proper operation and management of a 24 hour a day program.
- ◆ Keep abreast of research that is effective and evolving to determine what is, in fact, working.



- ◆ Augment clerical support in county and contract operated drug and alcohol programs. With a few minor exceptions, the county operated drug programs have only one clerk who works in administration. This lack of clerical support seriously impedes both the quantity and quality of services provided to county residents.
- ◆ Develop improved levels of service for county residents who are alcohol and other drug dependent and who are physically or psychologically disabled. This may include chemically dependent clients who are seeing and/or hearing impaired or may apply to clients who have serious psychiatric disabilities in addition to their addiction.
- ◆ Develop residential recovery beds for youth who have been adjudicated wards of the court or who are voluntary regardless of their economic status. Presently, there are no in-county residential chemical dependency programs for youth who are unable to afford private hospitalization and develop a full continuum of services for both emancipated and non-emancipated children.
- ◆ Emphasize a serious need for HMO's and third party insurance coverage for alcohol and drug services.
- ◆ Provide ongoing training and education to everyone involved in providing alcohol and drug services regarding the latest developments in the field.
- ◆ Develop treatment services for children of alcohol and drug addicts even if the addict is not in treatment.
- ◆ Develop treatment services for families of alcohol and drug addicts even if the addict is not in treatment.
- ◆ Review, develop and implement permanent homes for children of alcoholics and drug users who will not be returning home after placement.
- ◆ Provide education and support for foster homes and adoptive parents regarding alcohol and drug issues.
- ◆ Increase information and referral services to all segments of the community. Provide services for individuals interested in interventions with family, friends, employees or employer.
- ◆ Increase services to young people cited for possession of alcohol or other drugs.
- ◆ Increase the Driving Under the Influence (DUI) services to better serve the first time and repeat offenders.
- ◆ Develop a continuum of services for the elderly who have problems with alcohol and prescription drugs.

## SOCIAL SERVICES

- ◆ Expand the capability of Social Services Department staff to conduct in-house assessments and interventions for chemically dependent clients. Referral to Health Services Department staff will be made when clinically appropriate. The dramatic rise in drug related Children's Protective Services (C.P.S.) referrals requires new resources as well as new solutions for some very new and challenging problems. The "societal symptoms" of drug abuse are not only burgeoning C.P.S. caseload levels but are also increasing the levels of homelessness and General Assistance.
- ◆ Develop and implement special foster care programs for drug exposed infants and for children from homes where the parents are dependent on alcohol and other drugs dependencies. The demand for these services will require at least four additional six bed facilities to serve this special population. It is essential that these group homes be located within the communities from which most of these referrals originate.

## SCHOOLS AND COLLEGES

- ◆ All elementary, middle and high schools should implement intervention programs for youth who are at high risk for drug abuse or who have alcohol and/or drug abuse problems.
- ◆ All school districts should have increased levels of training for teachers and administrators to fully educate them regarding appropriate intervention strategies.
- ◆ Schools need to develop in-house peer counseling programs and teams to work with and identify high risk youth. These interventions should lead to a higher number of referrals to counseling programs.
- ◆ Parents should advocate for school boards and school administrators to provide consistent district-wide intervention and treatment policies.
- ◆ School districts should forge close partnerships with local treatment programs:
  - ◇ Each high school should have at least one substance abuse counselor on campus from a nearby community-based or County drug abuse program.
  - ◇ Teachers and other school staff should receive extensive training in identifying youth who are either at risk for substance abuse or who are already involved in substance abuse.
- ◆ School districts should increase job training and educational training for youth who are no longer in school.



## WORKPLACE

- ◆ County employers should be encouraged to comply with the Drug Free Workplace Act of 1988.
- ◆ Employers and organized labor should insure that adequate levels of intervention and treatment are made available to the alcohol and drug dependent people who are employed.
- ◆ Businesses should consider hiring persons in recovery, thus providing these individuals an opportunity to reenter a drug-free society.
- ◆ Private business and corporate foundations should support increased funding for the provision of intervention and treatment services.
- ◆ Workplace programs should replicate the models developed and demonstrated to be effective, such as the Teamsters TARP program, or the rehabilitation program of the U.S. Postal Service Letter Carriers Union.
  - ◇ These model programs are predicated on the belief that chemical dependence can be successfully treated, and that the incentive of retaining a good job is a significant motivation to most employees.
  - ◇ These models require total abstinence, beginning with residential detoxification, and require adherence to the 12-Step program with employees required to attend an Alcoholics Anonymous or Narcotics Anonymous meeting every day for up to six months.
  - ◇ The clear message from the employer is that the standard is "drug and alcohol free" but that for the employee in treatment, job, family and quality of life can be maintained.
- ◆ Employers who are unable to cover their workers with health insurance that pays for drug and alcohol treatment should band together to create some form of health care response which addresses this issue.
  - ◇ Such consortia could be organized by Chambers of Commerce or by other business or professional groups.
  - ◇ Because the bottom-line profitability of businesses is being dramatically affected by substance abuse, such a plan would, in fact, be cost effective and would serve as an employee benefit as well.

## CRIMINAL JUSTICE

- ◆ Treatment professionals recognize that there are levels of drug treatment, ranging from treatment that is coercive— i.e., required by law enforcement, courts, or as a condition of probation—to treatment that is voluntary. This diversity of circumstances requires that treatment options must be multi-tiered to accommodate differences in motivation for treatment.
  - ◇ There is a need for alternative, non-traditional and innovative sentencing for offenders. A committee of treatment professionals and court officials—judges, prosecutors, defenders and probation officials—should be formed to explore such alternatives.
- ◆ Provide increased treatment services for prisoners of the Marsh Creek Detention Facility and the new West County Detention Facility. Expansion of the model DEUCE program would provide important treatment services to alcohol and other drug dependent prisoners who are currently receiving only limited treatment services.
- ◆ Need to establish work and recovery programs for those in jail.
- ◆ Provide greater levels of outpatient assessment, intervention and treatment services to the alcohol and other drug dependent clients who are on probation. The Probation Department is eager to expand assessment, intervention and treatment services to many of its clientele. Often times, a life crisis such as arrest and probation offers a very unique and important window of opportunity for lasting behavior change.
- ◆ Develop pre-trial diversion services for new arrestees at the County jail. Presently, virtually no health focused intervention is provided for alcohol and drug dependent arrestees.
- ◆ Expand and develop diversion services for clients referred from the judiciary. Considerable effort and resources need to be directed towards retooling the diversion program which was originally developed in approximately 1974 to address possession of marijuana cases. In 1989, the target population is much different and the program needs to be substantially modified to include urinalysis testing, closer screening, more vigorous education, etc.

## COMMUNITY DEVELOPMENT

- ◆ Greater resources and commitment need to be directed towards improving the quantity and quality of positive alternative activities for youth. Programs which challenge youth psychologically, physically and intellectually are all effective strategies for lessening certain risk factors.



## HOUSING

- ◆ Additional resources need to be directed towards expanding clean and sober living environments for recovering residents of Contra Costa County. Development of appropriate housing for this population will require more resources and greater coordination between various service providers.
- ◆ Continue to expand and develop the role of the Contra Costa County Housing Authority in creating clean and sober living environments. This type of housing intervention may not be traditional or clinical in nature but it is a good example of the sort of "designer programs" which we must develop.

## FAMILIES/NEIGHBORHOODS

- ◆ As is the case with other public health epidemics, additional effort needs to be directed towards empowering families and neighborhoods to intervene in the alcohol and drug abuse cycle. Many times the healing and recovery process begins with family members or significant others who initiate and maintain an intervention process. This model needs to be developed and piloted in several communities where crack cocaine abuse is endemic.

## VOLUNTEER SERVICES

- ◆ Enhance the ability of volunteer organizations to provide assistance in intervention or treatment services.

## INDIVIDUALS

- ◆ Individuals and key policy makers should advocate for broad health plan coverage for all individuals who need treatment.
- ◆ Every individual in all segments of the community can help address this problem by attending Alcoholics Anonymous, Al-Anon, Narcotics Anonymous and other 12 step program types of meetings, or by attending community alcohol/drug education programs provided by many of the local programs.
- ◆ Individuals in every community should mobilize their communities to promote involvement in such projects as the alcohol tax initiative or other projects which support the development of resources that can be used for establishing treatment programs.

## INFORMATION AND REFERRAL SERVICES

- ◆ There needs to be a countywide centralized Information and Referral (I&R) System. Residents need to be able to seek reliable, accurate information from a single source, to speed up individual and family responses and to learn about options and resources which are available. In this regard, the following needs to be done:
  - ◆ Conduct a survey of existing I&R services and hotlines to determine the extent to which they meet or fail to meet the needs of the entire community.
  - ◆ Develop a model of what the appropriate I&R service would require in the way of funding, staffing and location.

## ADMINISTRATION

- ◆ The development and implementation of a high quality managed health care system is an administratively complex and highly technical undertaking. Fundamental service goals such as access to appropriate care, linkages to other human service systems, and maintenance of quality assurance standards can only be achieved through the development of an uncluttered and efficient administrative infrastructure. Failure to develop a strong administrative component will result in a system which will not be consumer friendly and a system which may not provide the best answers and the best services possible.
- ◆ Continuation of efforts to actively involve the community in the ongoing planning process.
- ◆ Identify and initiate a multi-year planning process which will explore various ways in which drug and alcohol services can be provided with higher efficiency and higher quality.
- ◆ The administrative structure of the overall alcohol and drug effort will have to be done in a way which empowers the administration to forge inter-departmental working relationships as well as multi-county, regional working relationships. This level of authority and responsibility is needed in order to successfully plan, develop and implement many of the recommendations contained in this action plan.
- ◆ Proposing that the public, via the ballot process, be involved in shaping the future of these important public policy questions is an important action step. This step provides useful information and actually helps to speed the community recovery process which centers around taking responsibility for the healing process.



## **VIII.**

### **IMPLEMENTATION IDEAS FOR LAW ENFORCEMENT/ INTERDICTION COMMUNITY ACTION PLAN**

The following Community Action Plan focuses on the law enforcement approach to wage war on abuse of alcohol and drugs.

Historically, society has looked to law enforcement to maintain crime prevention and law enforcement services but the social tragedy of alcohol and drug abuse is overwhelming law enforcement capabilities.

Law enforcement and the criminal justice system is our first line of defense for public safety in enforcing the laws regarding the use and abuse of illegal drugs. There has been much success with the existing three regional narcotics enforcement teams. These efforts need to be continued and supported.

However, these efforts are but one division in this war. It is essential that all institutions and service providers cooperate and coordinate their prevention and service missions. Every individual's input, support and active involvement with law enforcement, education, intervention and treatment services will make us an effective army.

#### **PROPOSED ACTIONS FOR LAW ENFORCEMENT AGENCIES**

- ◆ Each law enforcement agency should routinely inform their governing bodies and community as to the extent and nature of drugs/alcohol abuse and report the progress they have made in implementing this Action Plan in their region.
- ◆ Each law enforcement agency should participate with community-based organizations against substance abuse to develop demand reduction education by providing programs:
  - ◇ In the schools such as DARE, SANE, REAP, Here's Looking at You 2000, etc.
  - ◇ To any community-based organization.
- ◆ Each law enforcement agency should jointly develop and adopt policies with all educational institutions in their jurisdictions to enforce drug and alcohol laws on campus. Consideration should be given to establishing drug-free schools and drug-free zones.
- ◆ Each law enforcement agency should improve operational effectiveness against alcohol violations by:
  - ◇ Implementing tactics which will decrease driving under the influence of drugs and alcohol.
  - ◇ Implementing tactics which will reduce sales/furnishing to and use of alcohol by minors, including educating adults about the fact that it is illegal to provide alcohol to minors.



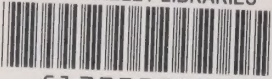
- ◆ Each law enforcement agency should participate in multi-agency task forces which integrate federal, state and local drug enforcement agencies and prosecutors for the purpose of enhancing inter-agency coordination, intelligence and facilitation of multi-jurisdictional investigations (e.g., CCCNET, ECCNET and WCCNET).
- ◆ Each law enforcement agency should establish a Serious Habitual Offender program (SHO) to coordinate with prosecution, probation and schools, if the offender is a juvenile, in targeting the most serious offenders for apprehension, prosecution and incarceration. Staffing-up must occur in the District Attorney's Office to permit vertical prosecution of these offenders.
- ◆ The number of police officers in law enforcement agencies must be increased to enhance patrol and line operation staffing and place more officers on the street to protect the community and suppress drug and gang-related crime by:
  - ◇ Maintaining proactive enforcement against street-level dealers and users.
  - ◇ Implementing programs to disrupt commerce in stolen goods and property which have proven to be directly related to illegal purchase and use of drugs/narcotics.
  - ◇ Utilizing problem-oriented policing methods to strengthen community and neighborhood participation.
  - ◇ Providing rapid response to all persons reporting drug/alcohol violations.
- ◆ "Hot Lines" should be considered throughout the county to receive confidential information relating to drug violations. Rewards should be offered through creation of organizations such as "Crime Stoppers", etc.
- ◆ All law enforcement agencies should develop and seek community assistance to design programs to target the local source of controlled and illegal substances such as precursor chemicals, diverted pharmaceuticals, clandestine laboratories and marijuana cultivation.
- ◆ All law enforcement agencies should provide additional training to all uniformed personnel in identification of drug/alcohol usage and the implementation of appropriate and innovative enforcement tactics.
- ◆ All law enforcement agencies should coordinate efforts with fire marshals, health inspectors and code enforcement personnel to abate facilities used for drug distribution or gang gathering places by enforcing local health, fire, building and safety codes.
- ◆ All law enforcement agencies should coordinate their efforts with business and community organizations, as well as outreach, treatment and intervention agencies.



- ◆ All law enforcement agencies should implement procedures to ensure that revenue from drug asset forfeitures are utilized to enhance, rather than supplant, law enforcement efforts as required by law.
- ◆ Probation, District Attorney and Crime Lab services should be fully staffed to provide necessary support for law enforcement agencies.
- ◆ Police agencies should implement enforcement policies against the user of illicit drugs and alcohol to reduce the demand and profit margin associated with substance abuse. The community must be energized to accept a philosophy of zero tolerance and should consider appropriate legislation to provide for seizure of property, such as autos, used in obtaining or using illegal substances.

In a time of limited resources available to law enforcement, communities must recognize and accept that to wage a war against alcohol and narcotics, other tasks such as traffic enforcement and investigation of minor criminal acts may require setting new priorities for the allocation of resources.

New partnerships need to be forged with a number of neighborhood, community and children and youth groups and other human services agencies. The purpose of these efforts should be to bring about an overall increase in community support for law enforcement efforts to suppress and control the substance abuse problem.



C123303130